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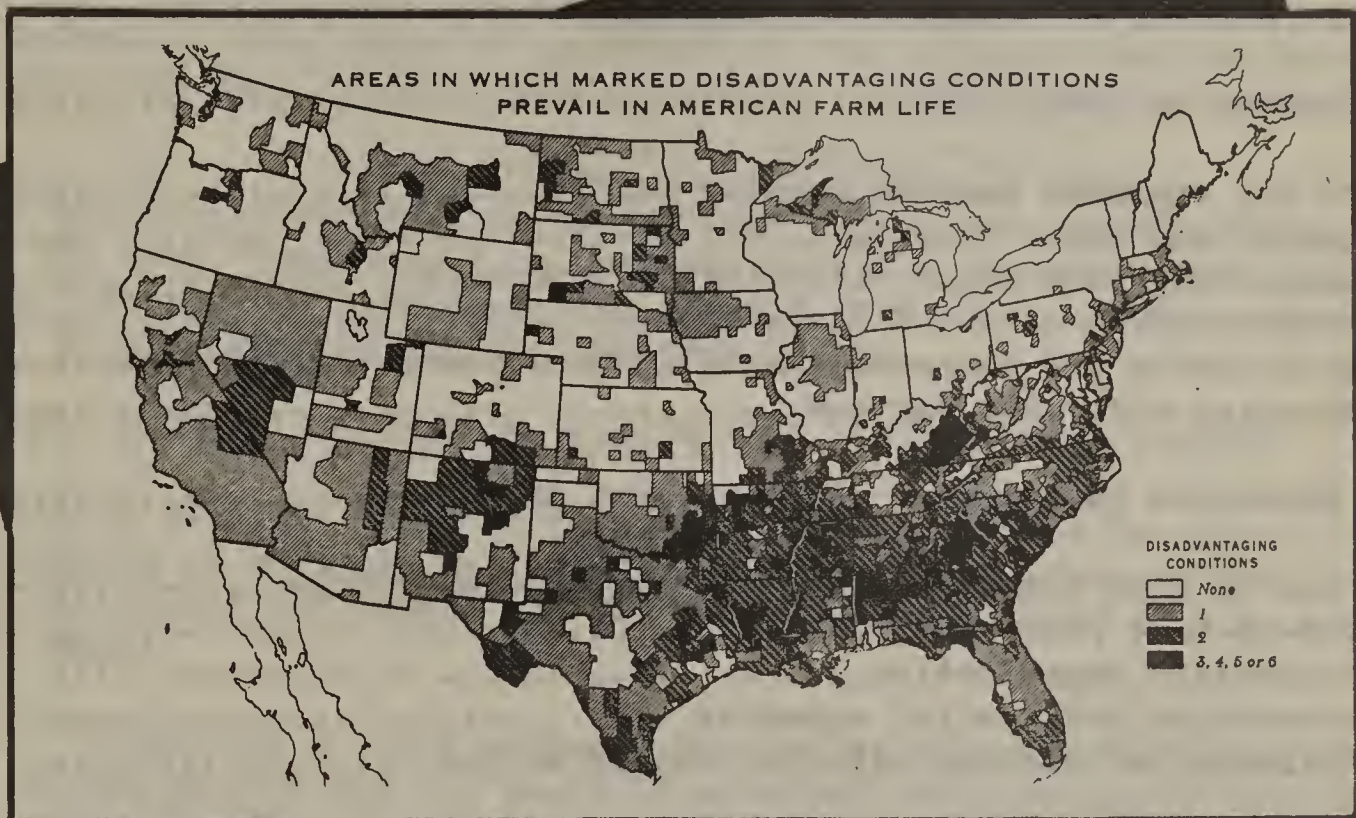
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HOW AND TO WHAT EXTENT IS THE EXTENSION SERVICE REACHING LOW-INCOME FARM FAMILIES



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UNITED STATES DEPARTMENT OF AGRICULTURE
EXTENSION SERVICE CIRCULAR 375 • DECEMBER 1941

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HOW AND TO WHAT EXTENT IS THE EXTENSION SERVICE REACHING
LOW-INCOME FARM FAMILIES? /1

The charge is sometimes made that the Cooperative Extension Service works only with the top third of the farm population. Extension workers generally have been inclined to resent the implied accusation that they are not devoting proportionate attention to all segments of their rural clientele. The aim of this study is to inventory the situation and to present impartially such data as have been assembled. In other words, what are the facts?

To avoid misunderstanding it may also be well to explain at the outset that the term "low-income" as used in the title of this paper is interpreted as referring to disadvantaging factors generally, and the term "farm families" as referring to all agricultural groups.

TO WHAT EXTENT IS EXTENSION WORKING WITH DISADVANTAGED GROUPS?

Because it seems a bit more logical, attention will be given first to the question of how well Extension is reaching those farm people disadvantaged because of low income and for other reasons. This will be approached in two ways:

1. By getting a broad national picture of the various disadvantaged classes in agriculture and the areas of greatest concentration, together with an analysis of the distribution of Extension effort when viewed nationally.

2. By turning the spotlight on the county to see whether in a given area Extension is centering attention upon the upper segments to the neglect of the lower segments of the rural population.

THE BROAD NATIONAL PICTURE

Disadvantaging Conditions and Areas of Concentration

Fortunately our consideration from a national viewpoint of who constitute the low income or disadvantaged classes is agricultural, and the degree of concentration by geographic areas is facilitated by the study of

/1 Presented by Meredith C. Wilson, Chief, Division of Field Studies and Training, Extension Service, U. S. Department of Agriculture, to Extension-Work Sub-Section, Association of Land-Grant Colleges and Universities, Chicago, Ill., November 10, 1941.

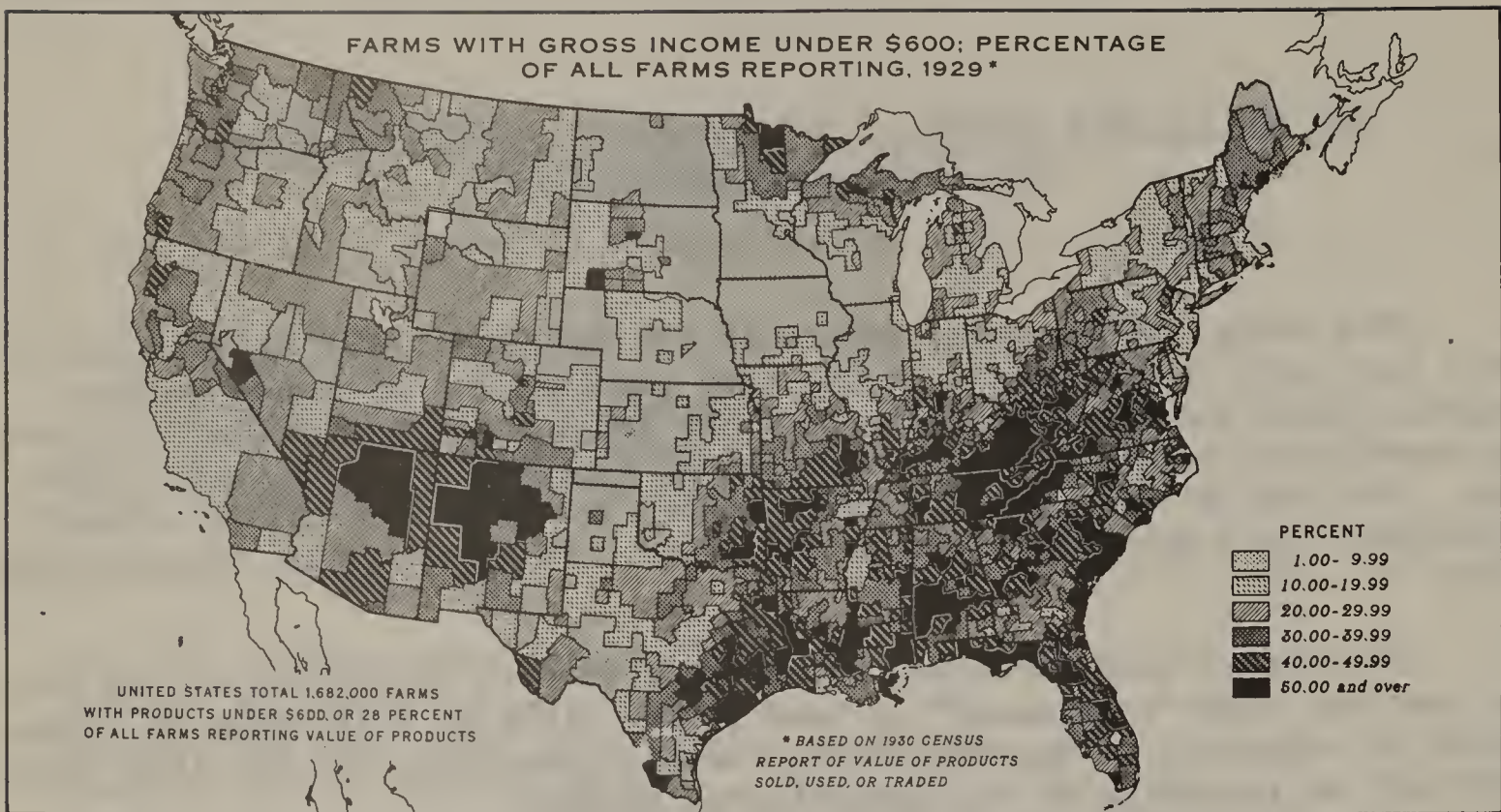


FIG. 1

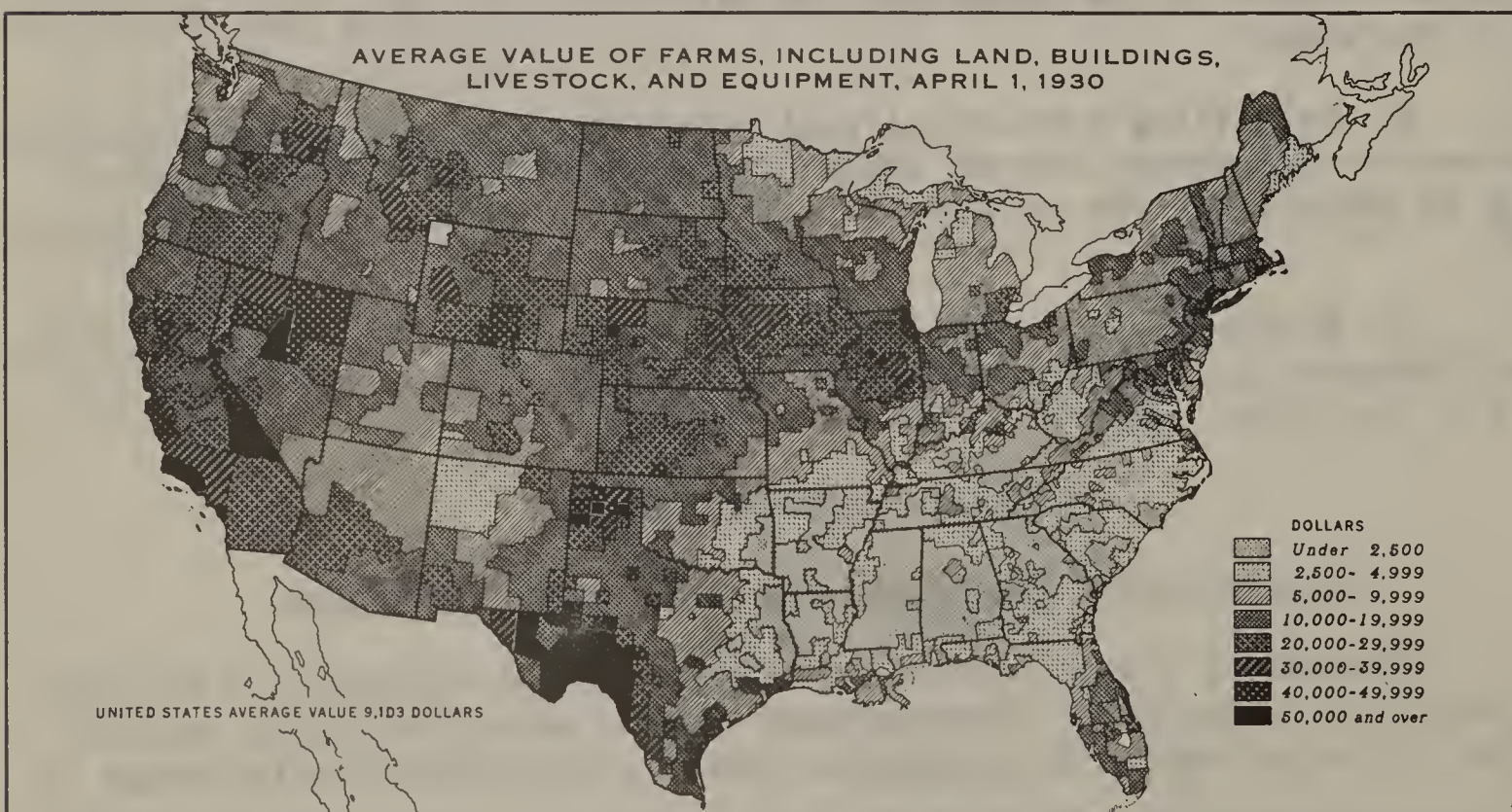


FIG. 2

this question made in 1938 by Dr. Carl C. Taylor and associates for the Farm Security Administration and the Bureau of Agricultural Economics. ^{/2}
In this study by Dr. Taylor the following seven conditioning factors were considered:

- Low-income farm families.
- Farm tenants.
- Hired farm laborers.
- Farm families on poor lands.
- Migrating farm families.
- Farm families on relief and rehabilitation.
- Farm families on low standards of living.

Because out-migration and rural relief during the period 1930-1935 were found to have been closely associated with drought areas, as well as with poor lands and farm laborer or sharecropper status, these two conditioning factors will not be reviewed.

A review of a few of the maps included in Dr. Taylor's report will be helpful in enabling us to visualize the parts of the United States where the disadvantaged people are concentrated. ^{/3}

Low income was found to be the most important factor operating to reduce farm families to low economic and social status (fig. 1). The areas with a high percentage of farms with gross income (all products sold, traded, or used by the family) of \$600 or less are (1) Appalachian-Ozark, (2) the Cotton Belt, (3) northern New Mexico and Arizona, and (4) the Lake States cut-over. The average value of farms, including land, buildings, livestock, and equipment follows essentially the same pattern (fig. 2).

Farm-tenant families, numbering nearly 3,000,000 in 1929, are concentrated in (1) the Cotton Belt and (2) the Corn Belt (fig. 3). The characteristics of the northern and southern tenant belts are of course vastly different. Measured in terms of other criteria the Corn Belt is distinctly not a disadvantaged area.

Farm laborers including unpaid family workers are found in greatest numbers along (1) the Atlantic seaboard, (2) the Cotton Belt, and (3) California (fig. 4). Were the comparison made on the basis of hired farm laborers among persons gainfully employed in agriculture, the areas of concentration would be (1) New England and the Middle Atlantic States, (2) Florida, and (3) the Rocky Mountain and Pacific Coast States. Inclu-

^{/2} Taylor, Carl C., Wheeler, Helen W., and Kirkpatrick, E. L. Disadvantaged classes in American agriculture. U. S. Dept. Agr. Social Research Report No. VIII, 124 pp., illus. Washington, D. C. April 1938. (Processed).

^{/3} Figures 1, 3-6 and cover are from Social Research Report No. VIII cited above. Figure 2 is from a graphic summary of the value of farm property. Stauber, B. R. and Regan, M. M. U. S. Dept. Agr. Misc. Pub. 263, 20 pp., illus. Washington, D. C. July 1937.

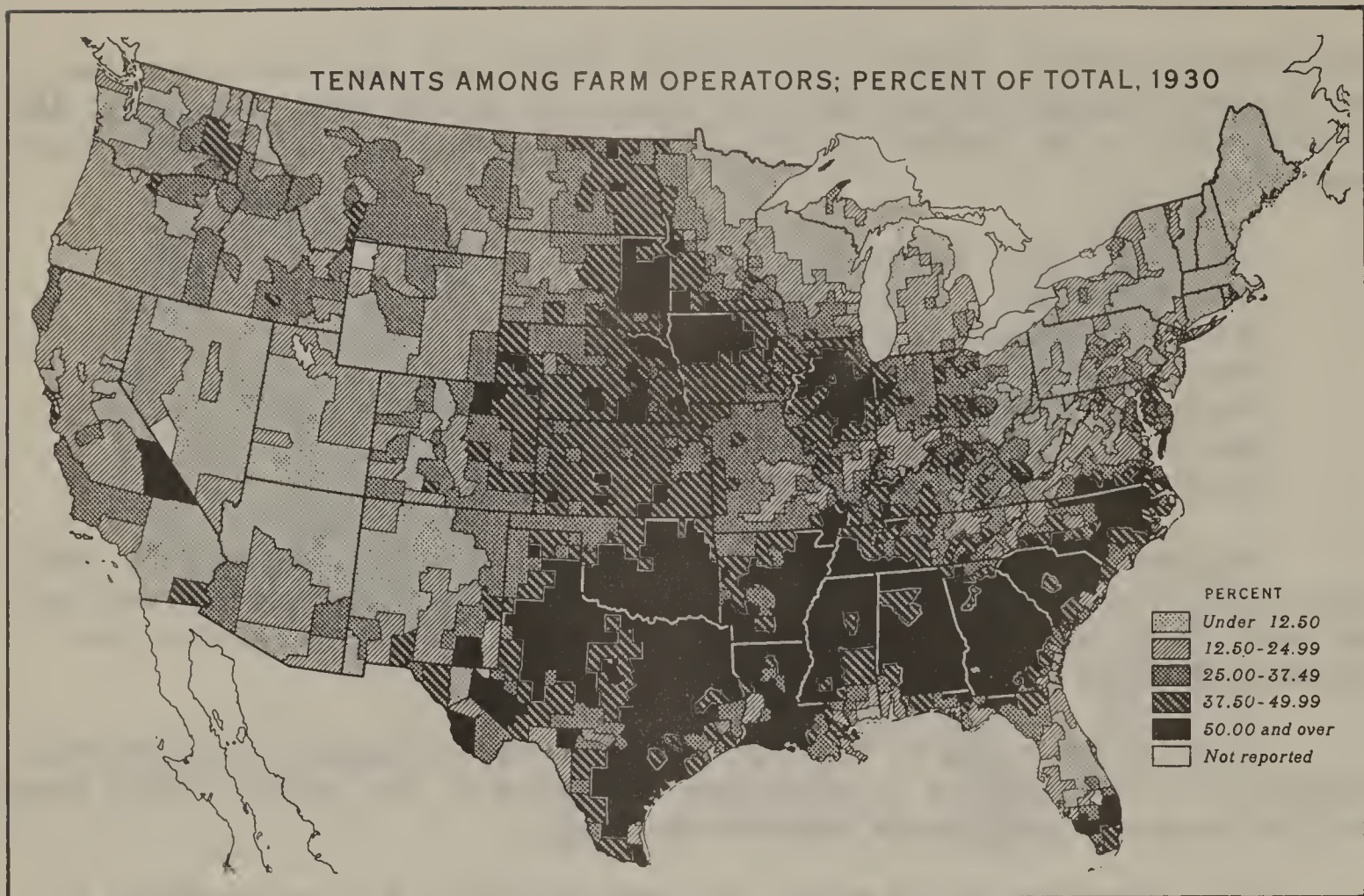


FIG. 3

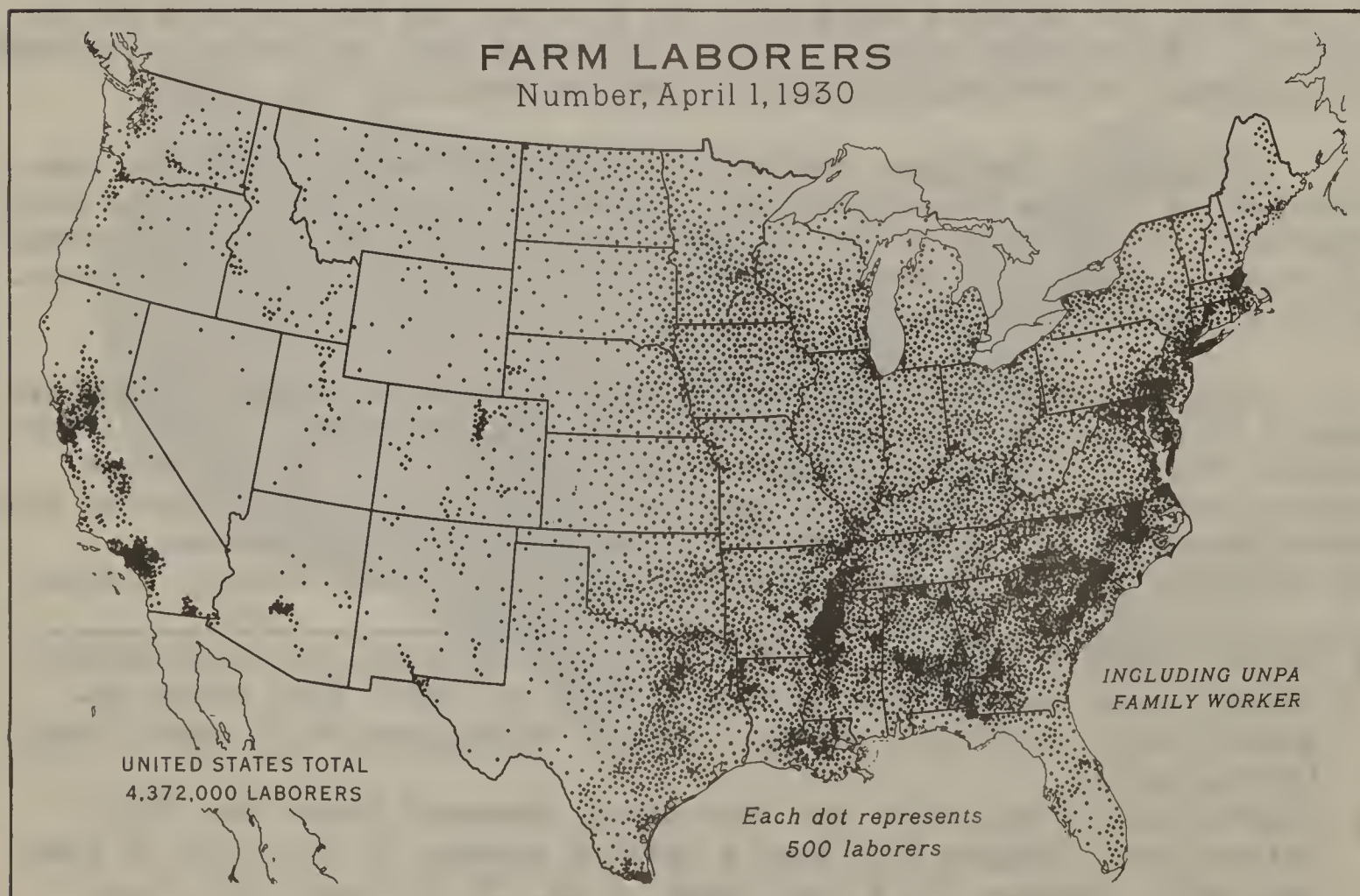


FIG. 4

sion of sharecroppers with farm laborers would of course add to the concentration in the Cotton Belt.

In a recent number of the Land Policy Review ^{/4} it is pointed out that although the number of tenants decreased by 303,094 or 11 percent during the 10-year period 1930-40, the number of male farm nonoperators has risen 1,004,431 or 46 percent during the same period. The 5,552,000 farm male population not classed as owners or managers, together with their families, constitute 60 percent of the total farm population, or 18,000,000 persons.

While the number of landless farm people increased, the total number of farms decreased by 191,849 during the decade. The average size of farm increased nearly 11 percent during the same period. The author of the aforementioned article points out that farm-home ownership by farm people is declining instead of increasing, and that competition among landless people for farms is causing rents to be bid above an amount the sustained productive capacity of the land can support. In consequence, soil is depleted and living standards are reduced. The shift from tenants to farm laborers was greatest in the west south central region. Current opportunities for employment in defense activities are of course causing a rapid change in the farm-laborer picture, for the time being at least.

Poor land unless skillfully handled tends to handicap those who seek to farm it. The areas where it would appear advisable as a long-time policy that land now in crops be shifted to grazing or forestry are (1) southern erosive lands, (2) Appalachian-Ozark rough highlands, (3) Lake States cut-over area, (4) semiarid plains, and (5) Pacific coast heavily wooded areas (fig. 5). "Bad-land areas are practically always low-income areas and relatively low standard-of-living areas."

Low standards of living are of course found in all sections of the country, but the heavy concentrations of rural people living under such conditions are to be found in relatively well-marked areas (fig. 6). These are (1) the Old South - West Virginia west to the Ozarks and south to the Gulf; (2) northern New Mexico and Arizona; (3) the northern high plains; and (4) small, scattered sections like the Lake States cut-over country, south Texas, and Florida.

The standard-of-living index used by Dr. Taylor is based on the percentage of farm homes having electricity, telephones, radios, automobiles, and water piped to the dwelling. The authors conclude that the index to standard of living reflects fairly well the actual differences in the levels of living of the different geographic areas. It is also pointed out that the standard of living of the people who farm is very largely determined by the other conditioning factors. This is shown rather strikingly by the close similarity of the areas with low standard of living and the areas where two or more of the disadvantaging factors were found to be present (cover).

^{/4} Timmons, John F. Tenure status of farm people, 1940. U. S. Dept. Agr. Land Policy Review, v. 4, no. 8, pp. 29-35. August 1941.

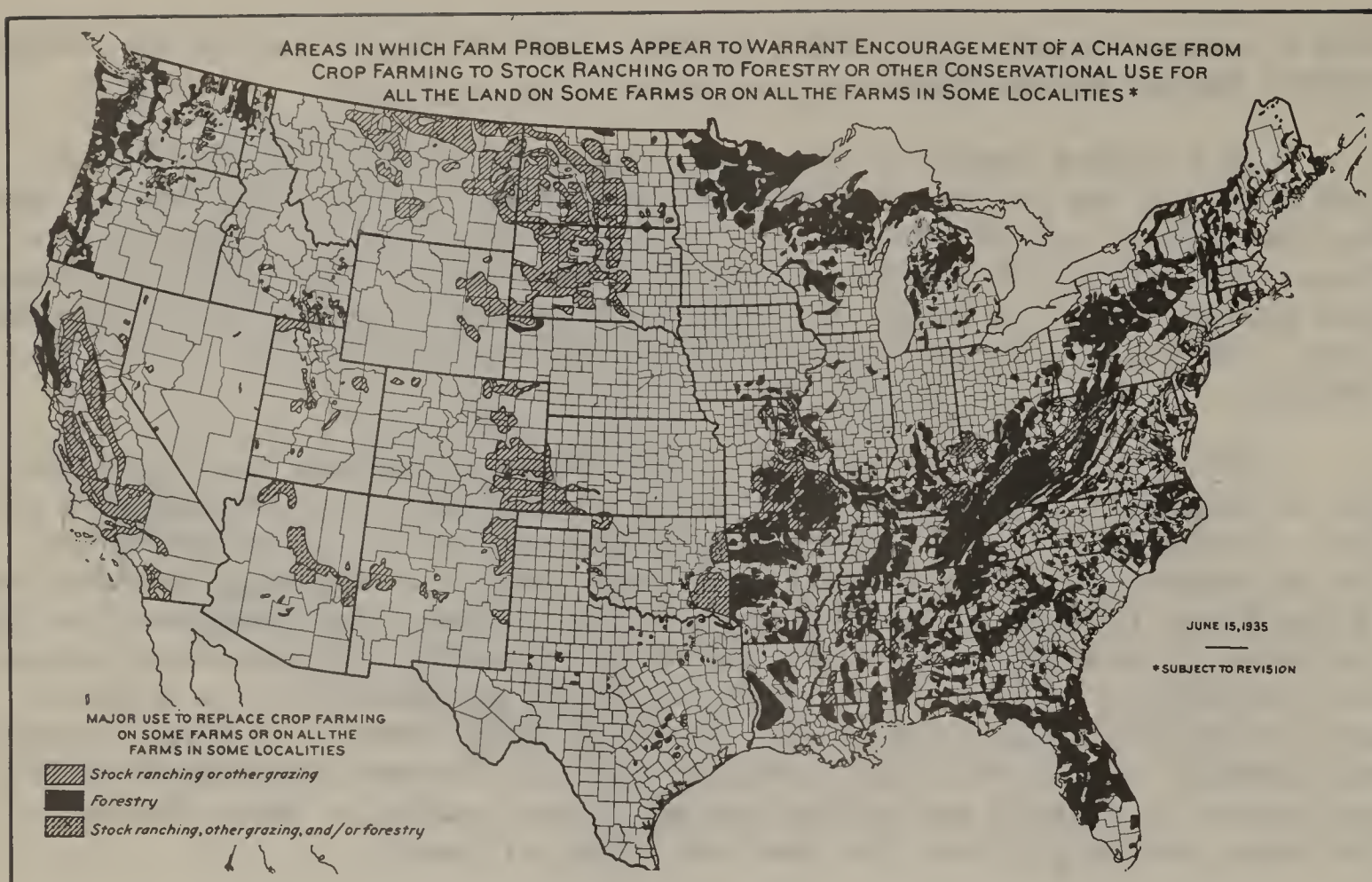


FIG. 5

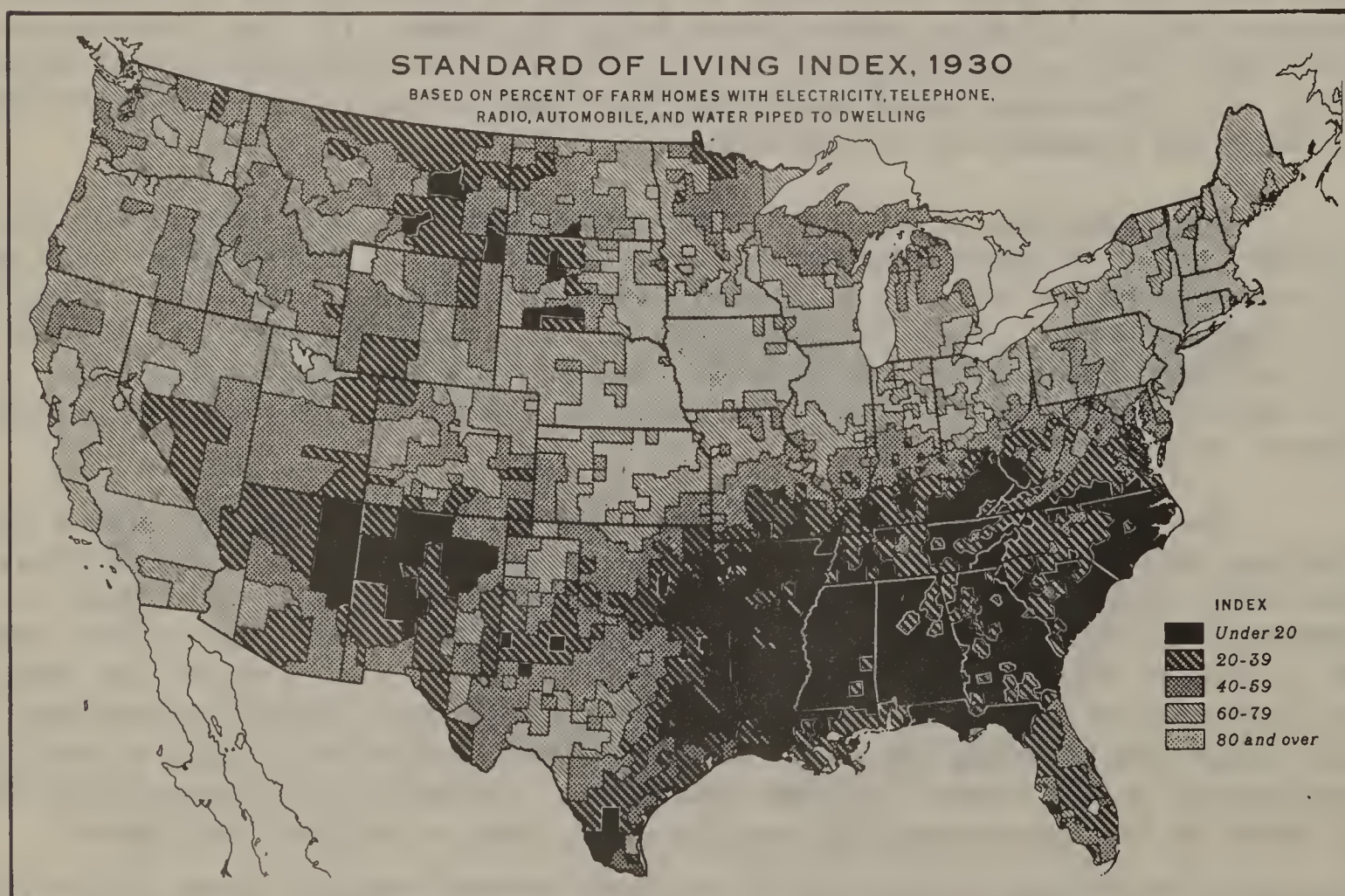


FIG. 6

Now that the disadvantaged classes in agriculture have been fairly well described and located by geographical areas, we shall next consider the distribution of Extension effort and accomplishments still viewing the problem in its broad national aspects.

Distribution of Extension Funds and Personnel

Distribution of funds for Extension may be compared in several ways:

- (a) Expenditures per county (fig. 7).
- (b) Expenditures per farm (fig. 8).
- (c) Expenditures per farm population (fig. 9).
- (d) Expenditures per rural population (fig. 10).
- (e) Expenditures from federal sources (fig. 11).

On the bases of Extension expenditures per county and per farm population the States with highest concentration of disadvantaging conditions average much the same as the States in other sections of the country. On the bases of expenditures per farm and per farm population States in the Old South and the Lake States are somewhat below other States. By and large the areas, where the Federal Government bears from one-half to two-thirds or more of the total cost of Extension, corresponded closely to the areas where disadvantaging conditions are most prevalent.

The higher expenditures for Extension work in the Northeastern States and in the Western States are due to proportionately higher State and county appropriation for Extension or to scarcity of rural population rather than to differences in the amounts of Federal funds going to the States.

Since Cooperative Extension Work is organized around the county as a unit, perhaps a fairer way to compare the distribution of Extension effort is on the basis of the number of Extension agents employed per county in the different regions of the country. Practically every county has an agricultural agent, so the counties with home demonstration agents are also the counties having two or more Extension workers (fig. 12). When counties are grouped according to employment of three agents and four or more agents regardless of whether the additional agents are 4-H Club, negro, or assistant agents, a still different picture is obtained (fig. 13).

The disadvantaged areas of the (1) Appalachian-Ozark region and the Cotton Belt show greatest concentration of Extension workers in counties. In general, however, the States in these geographical areas have proportionately fewer specialists at the college and less clerical assistance in counties than do the States in other sections of the country. The extension agents employed by the Indian Service are of course an important factor in the Arizona-New Mexico and the northern high plains disadvantaged areas.

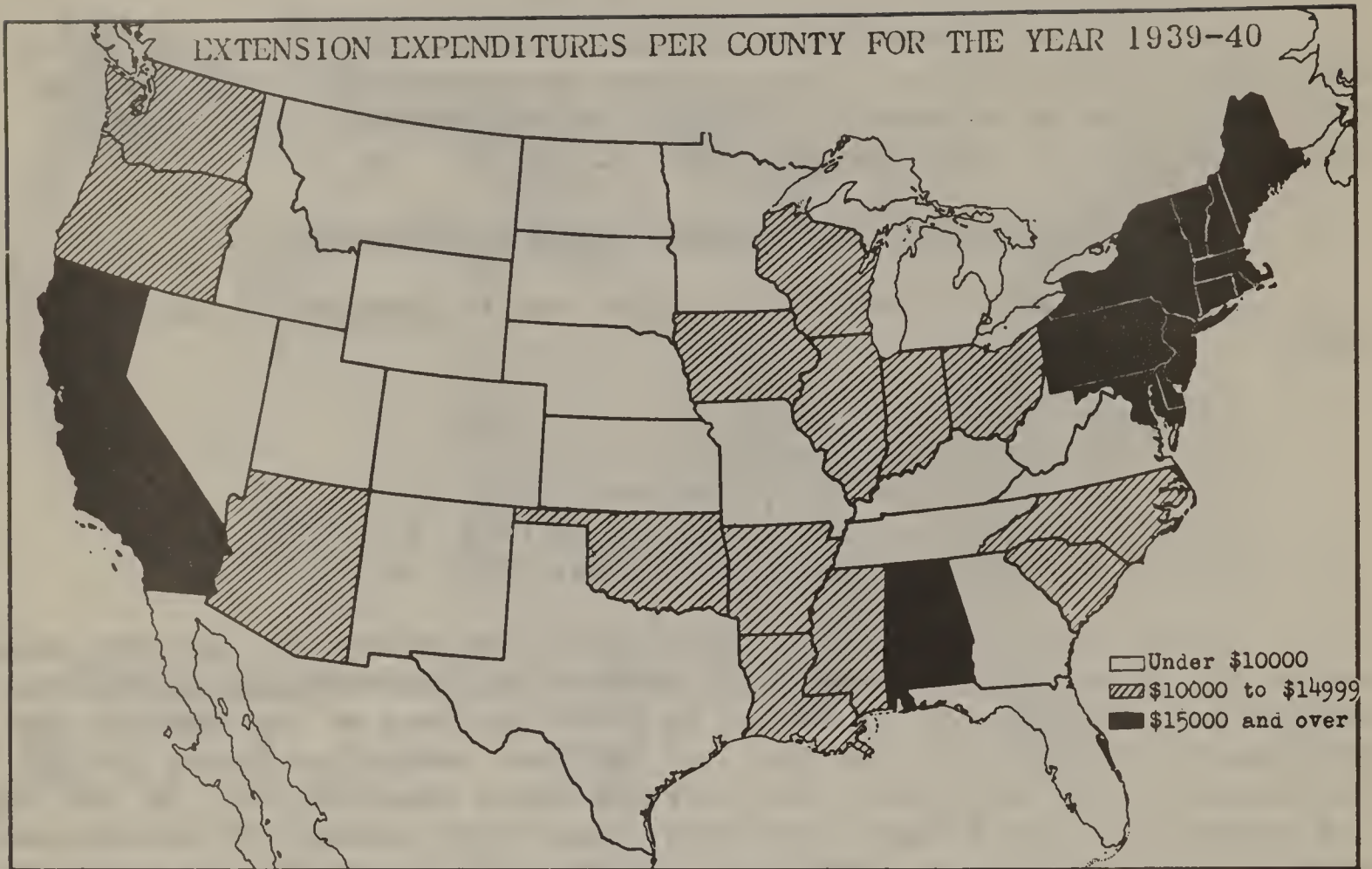


FIG. 7

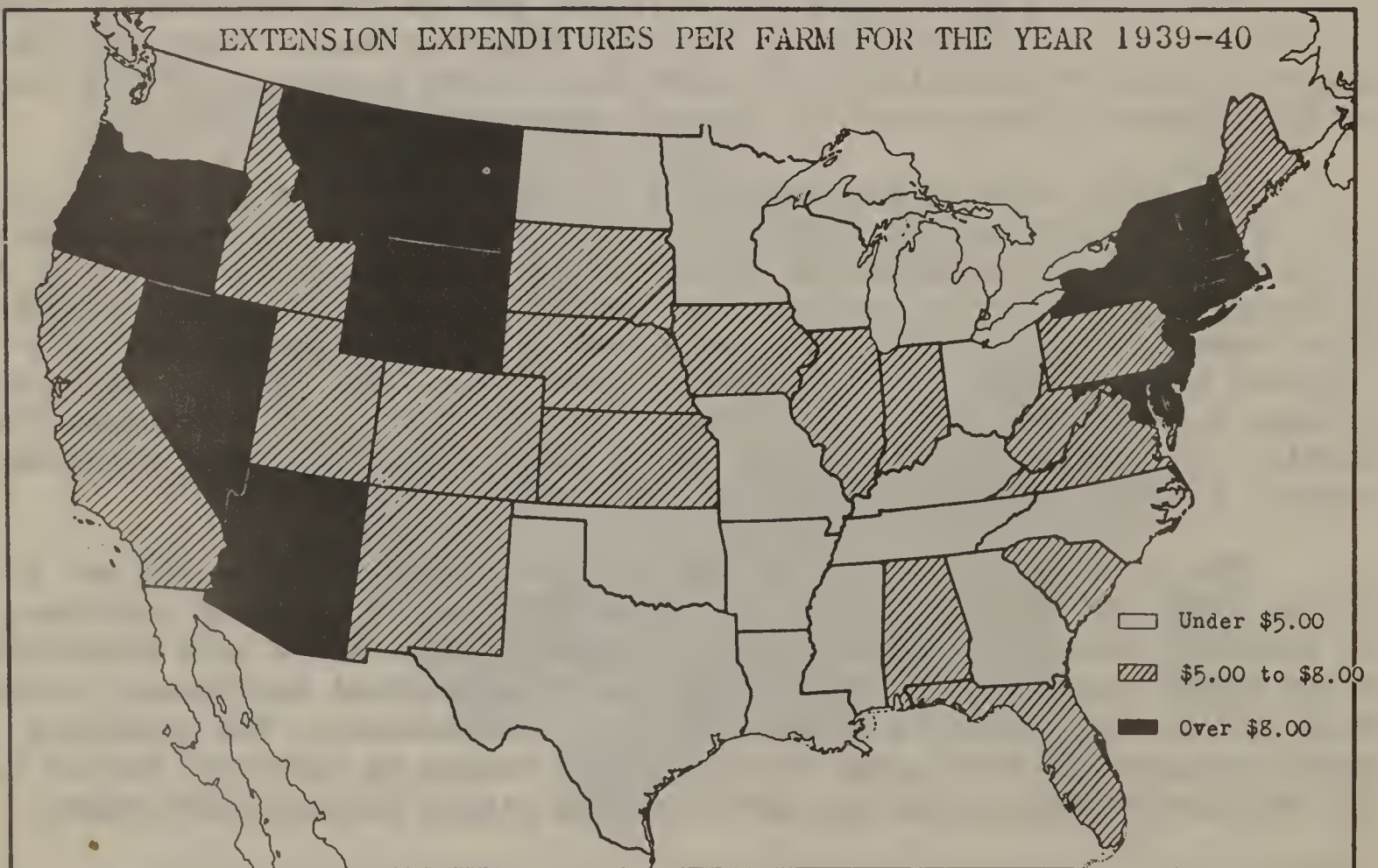


FIG. 8

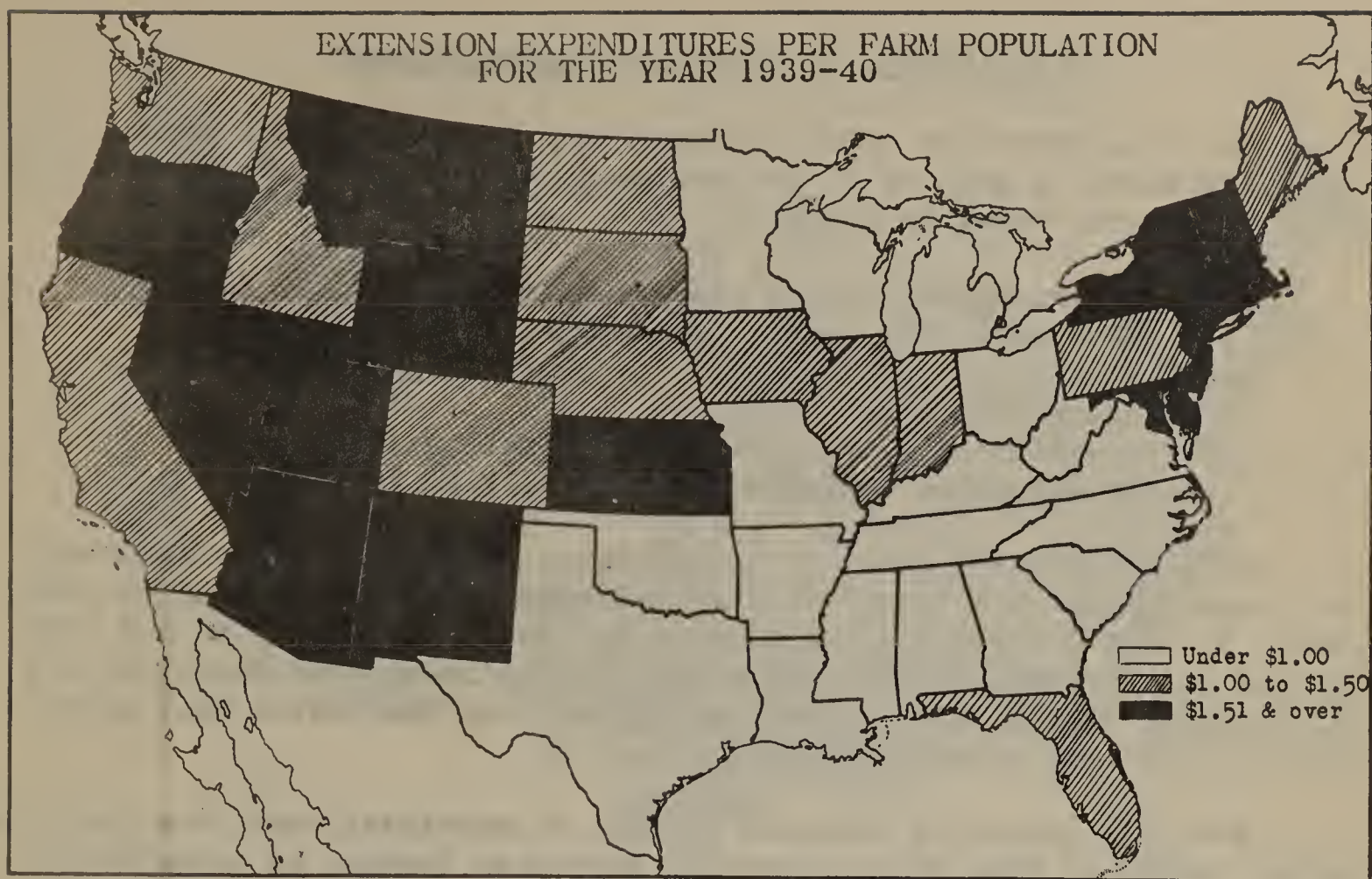


FIG. 9

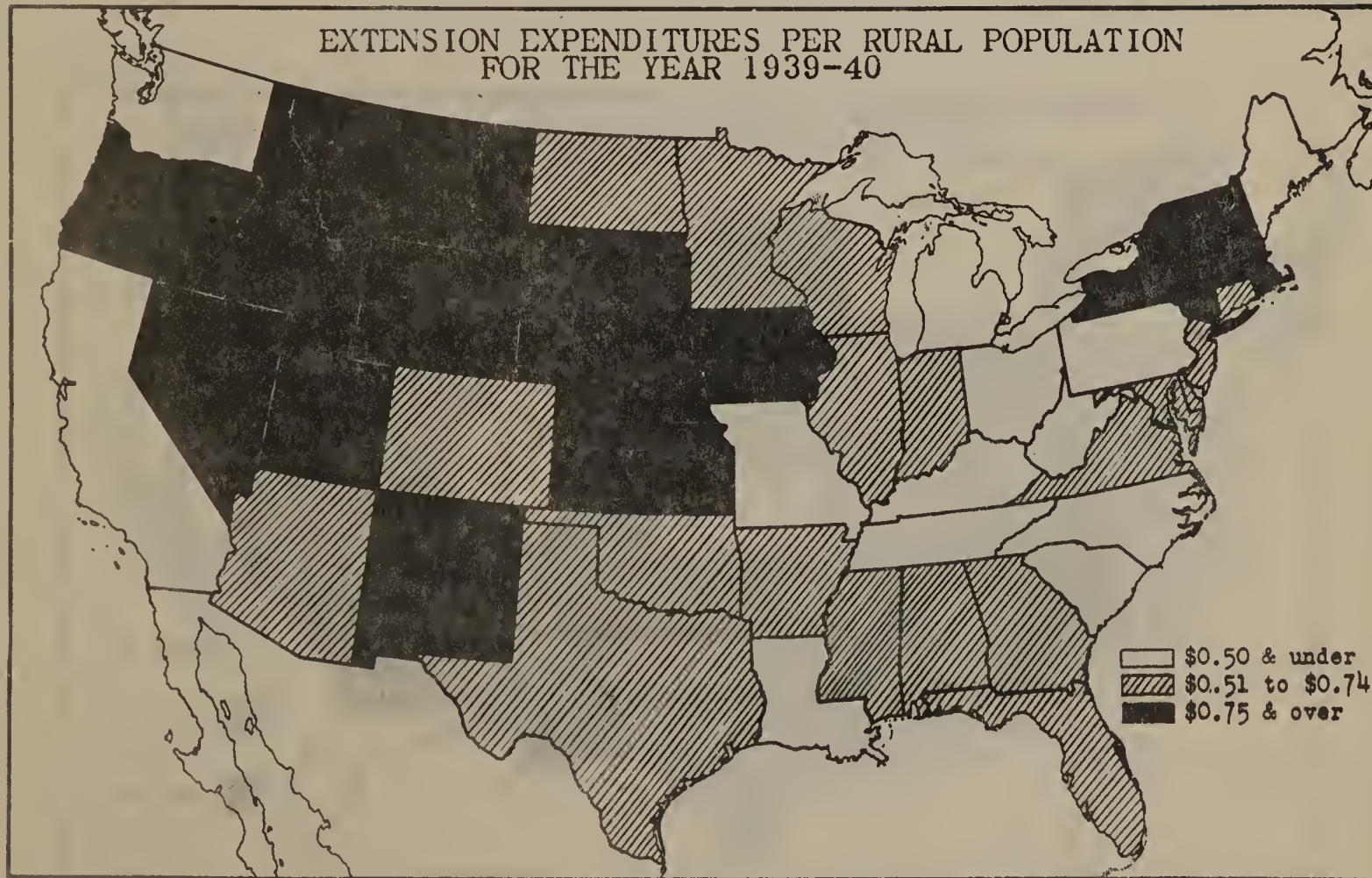


FIG. 10

Distribution of Extension Accomplishment

How does Extension accomplishment vary by geographical areas? Omitting differences in quality of the Extension teaching done, comparison of States on several bases is possible.

- (a) The percentage of boys and girls reached through 4-H Club work (fig. 14).
- (b) The ratio of rural families to membership in home demonstration clubs (fig. 15).
- (c) The estimated percentage of farm families influenced by Extension during a given year (fig. 16).

On none of these bases is there any indication of proportionately less volume of accomplishment in disadvantaged areas as compared to other areas. In fact the opposite appears to be true. The volume of 4-H Club work and the percentage of all farm families influenced by Extension are both somewhat higher in the Appalachian-Ozark and the Cotton Belt areas than in other less disadvantaged sections.

From the preceding analysis it must be concluded that from the broad national point of view the Cooperative Extension Service is organized to render, and is rendering, proportionately the same volume of assistance to the areas of greatest concentration of disadvantaged classes as to the other geographical regions.

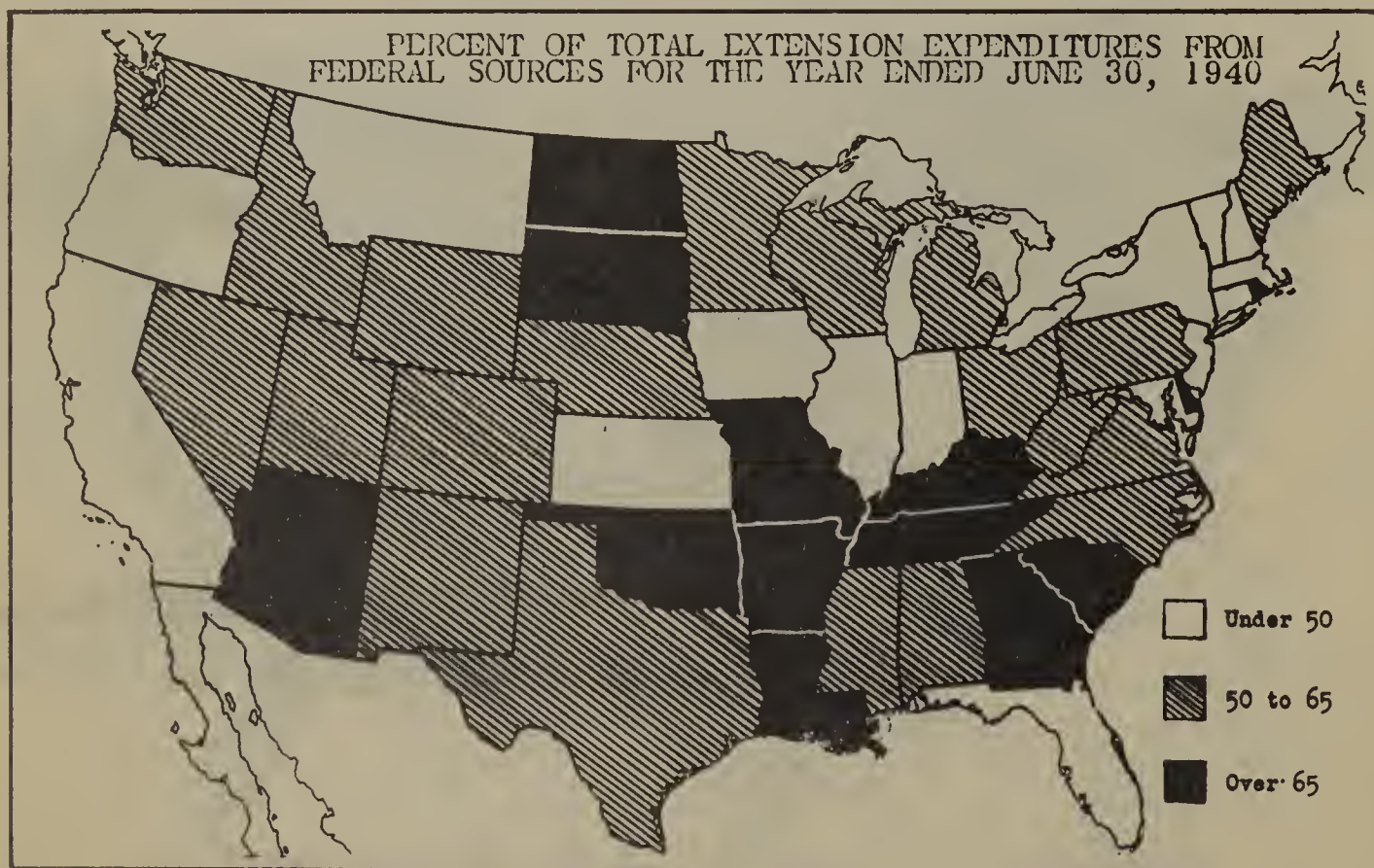


FIG. 11

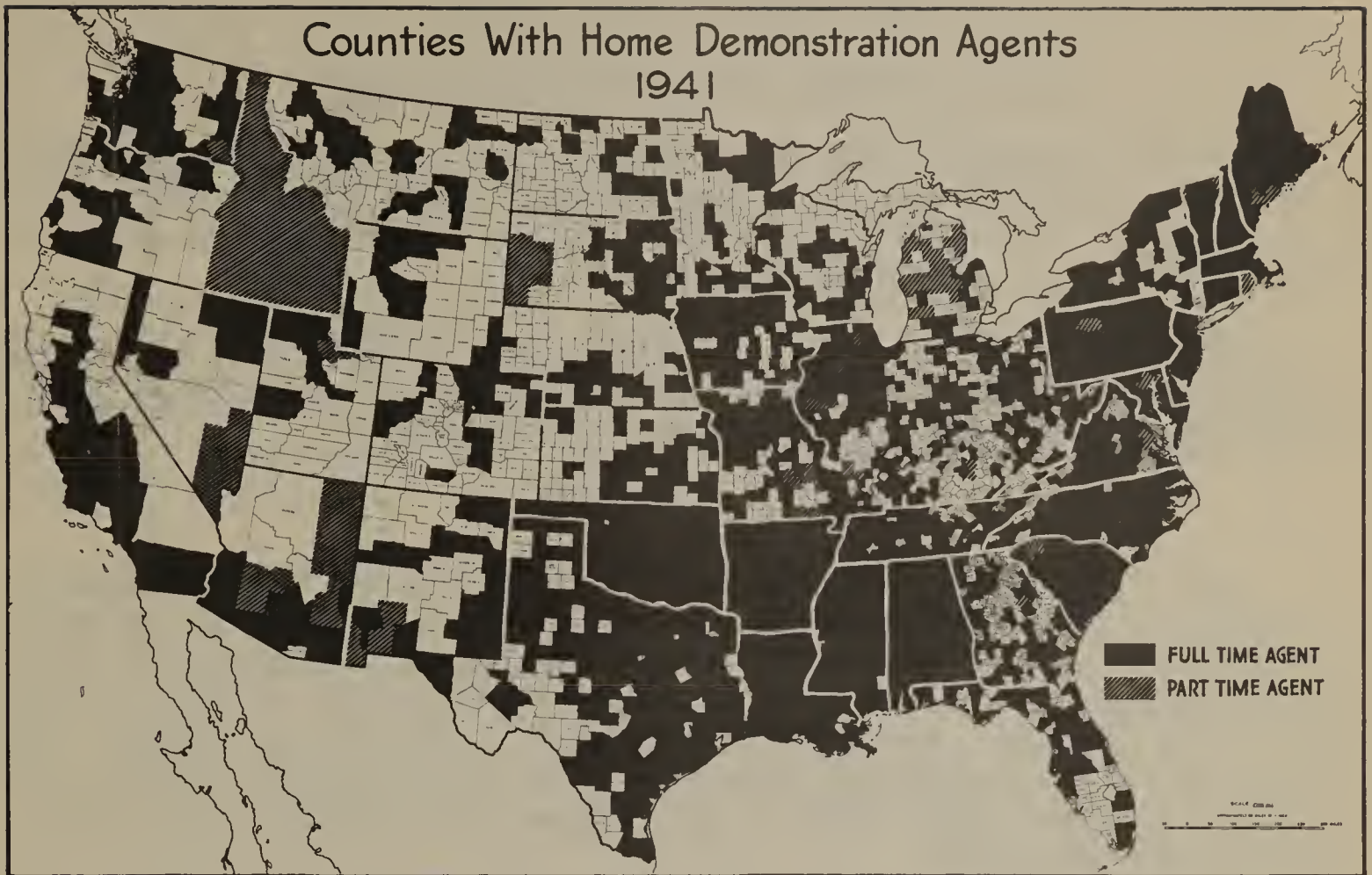


FIG. 12

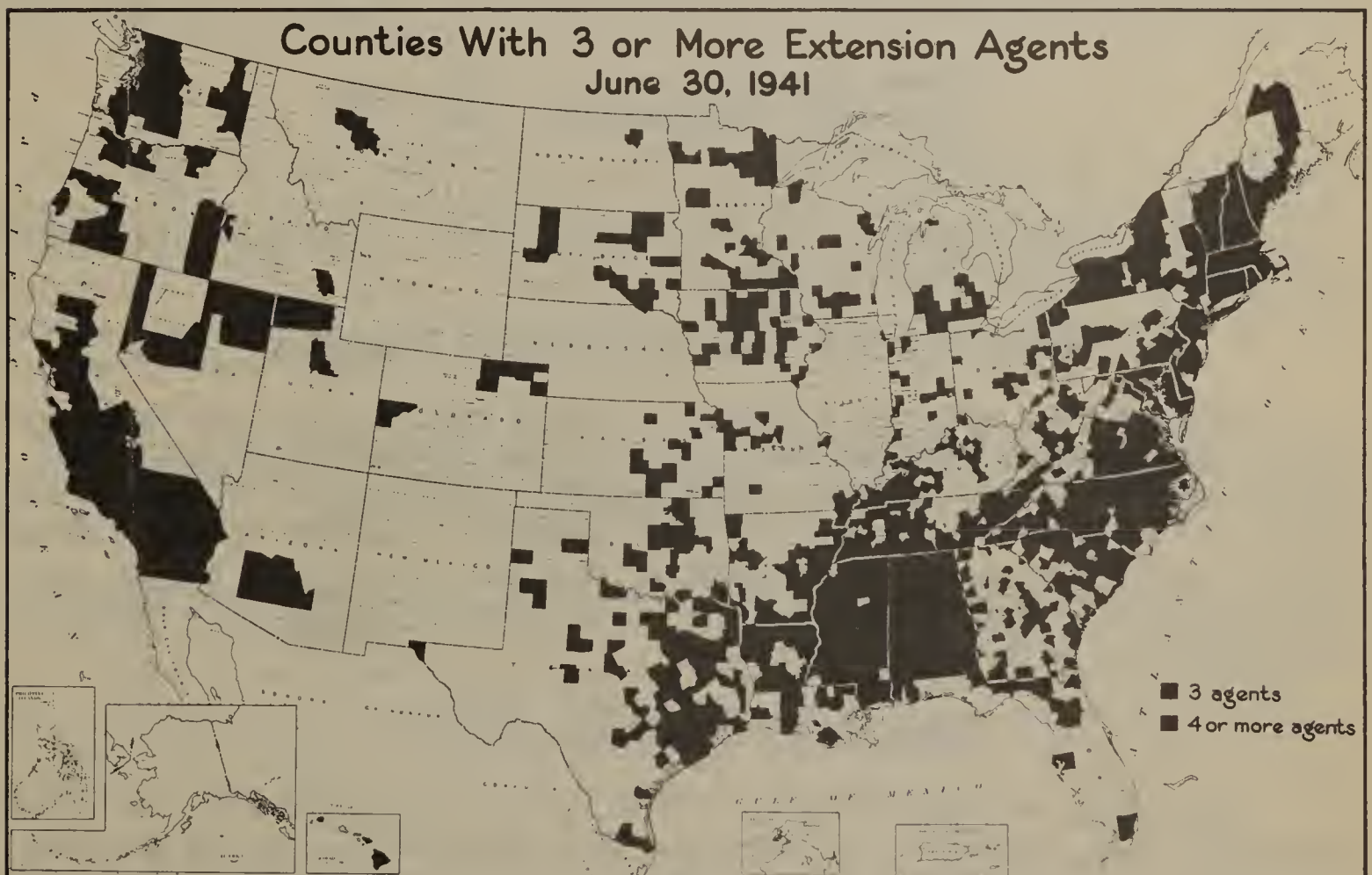


FIG. 13

THE COUNTY OR LOCAL LEVEL

Are All Segments Reached Equally Well?

Now let us turn to the second phase of the question, To what extent is Extension working with disadvantaged groups? to determine, whether in a given county or other local area, the relatively lower income segments of the farm population are being neglected.

Though time and other considerations have not permitted the making of a series of comprehensive local studies aimed at answering that question directly, much scientific evidence is available.

Tenants and Small Farmers

Data on file in the Division of Field Studies and Training, based on interviews with 10,733 nonselected farm families in 17 sample areas of 16 States, indicate 77 percent of tenant families and 81 percent of owner families reached by Extension, an advantage of 4 percent in favor of the owner-operator group. Seventy-four percent of the families on small farms have been directly influenced by Extension as compared to 85 percent of the families on the large farms, an advantage of 11 percent on the side of the large-farm group.

A Works Progress Administration study of 34,933 farm families in 22 Nebraska counties shows the following percentages reached in some measurable way by the Extension Service:

Tenant families.....	74
Part-owner families.....	84
Owner families.....	78

Only 5 percent less of tenant families than of owner and part-owner families were reached by Extension. ^{/5}

Farmers and Farm Women With Limited Education

Data on file with the Division of Field Studies and Training reveal that in seven sample areas of six States 78 percent of the farmers with eighth-grade schooling or less were reached in contrast to 88 percent of the farmers with high-school but no college training. Similar data for nine areas of eight States show 35 percent of the farm women with eighth-grade schooling or less reached in contrast to 58 percent of the farm women with high-school but no college training.

Whose Children Join 4-H Clubs?

According to Barnard Joy of the Division, 51 percent of the children of 4-H Club age growing up on farms in the United States were 4-H members at

^{/5} Report on Survey of Extension participation in Nebraska - 22 counties. Nebr. Agr. Col. Ext. Works Progress Administration Project 165-81-6999, 39 pp., illus. Lincoln. May 1939. (Processed).

some time during the decade 1930-39. In the 14 States with lowest average agricultural income per farm family, 47 percent of the farm children were reached by 4-H Club work. In the States in the middle-income group, 60 percent of the children, and in the 14 States with the highest average income per family, 52 percent of the children, were 4-H Club members. 4-H Club work is reaching approximately 45 percent of the children of tenant farmers and 56 percent of the children of farm owners.

A report of an Iowa study in process of publication states, "The similarities between 4-H families and non-4-H families were more pronounced than the differences. In no case were the differences wide. 4-H Club work reached the middle as well as the lower socio-economic levels. In view of the high farm people-agent ratio, one would expect a higher proportion of those families reached to be in the upper socio-economic level." /6

Participants and Nonparticipants in Home Demonstration Work

Studies of the characteristics of participants and nonparticipants in the home demonstration program in sample areas in Massachusetts, South Carolina, Washington, Indiana, Ohio, and Maine, made by Gladys Gallup of the Division of Field Studies and Training indicate that although the differences are not great, the homemakers participating in home demonstration programs do have a somewhat higher socio-economic status than nonparticipants. More of the participants own their homes, which are larger, in better repair, and better equipped. The farms of the participants are larger, and more of them are situated on paved roads. The participating homemakers average 1 to 2 years more of formal education than do nonparticipants. These differences are small yet large enough to be significant.

Extension Work With Negroes

According to the 1930 census, 22 percent of all farms in the 15 Southern States were operated by negroes. During 1939-40, 7 percent of the Extension budget was used for the employment of negro Extension workers. It has been estimated that another 7 percent of Extension funds would cover the time devoted to negroes by white extension workers, making 14 percent in all expended on extension work with negroes.

The ratio of negro farm families to negro county Extension agents is approximately 80 percent higher than the ratio of all farm families in the United States to all county Extension workers.

Because negro and white families worked with are not separated in the reports of white agricultural and home demonstration agents, it is not possible to obtain a satisfactory picture of the percentage of negro families reached by Extension. Surveys of sample areas of Georgia and Arkansas made several years ago showed 74 percent of negro farm families influenced by Extension in contrast to 85 percent of white farm families.

/6 After Fred P. Frutchev, Division of Field Studies and Training, Extension Service, U. S. Department of Agriculture.

Analysis of 4-H enrollment figures for 1930-39 indicate 27 percent of eligible negro farm boys and girls reached in the 13 Southern States in contrast to 56 percent of the white farm boys and girls.

From the preceding analysis of the situation on the county level it is evident that slightly more of the farm families in the average and above-average socio-economic segments than of relatively disadvantaged farm families in the same areas are being reached by Extension. The differences however are not great. In fact they would seem to be even smaller than might naturally be anticipated in a situation involving voluntary participation of rural people in Extension teaching activities. Extension must render reasonable service to those progressive people who already have the desire for information. This frequently limits the attention a limited county staff can devote to arousing a desire for information on the part of those who do not yet have that desire.

HOW EXTENSION IS REACHING DISADVANTAGED GROUPS

Agitation of the question of the responsibility of the Cooperative Extension Service for reaching low-income farm families has certainly caused county extension agents, subject-matter specialists, and administrative and supervisory officers to analyze Extension programs and activities from that standpoint. The 1940 annual reports of State and county workers are replete with references to the attention being given disadvantaged groups.

Brief mention can be made here of only a few important examples of such work, classified according to type.

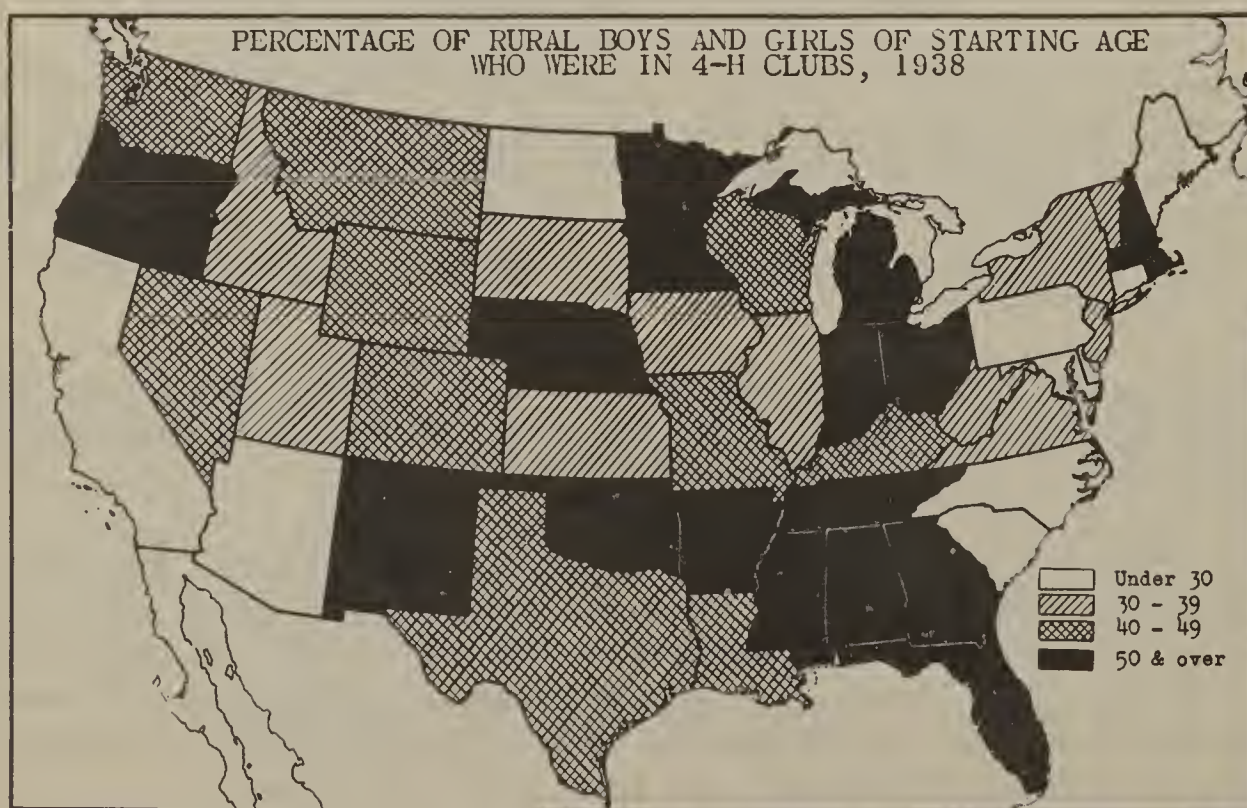


FIG. 14

Areas of High Concentration of Disadvantaged People

In areas where there is concentration of most of those conditions that make for a low standard of living, that is, low farm income, farm tenancy, farm laborers, migratory families, poor lands, and families on relief, the entire Extension program is one to help low-income farm families.

Example 1.-- "The 1940 Extension program attacked six major Arkansas farm and home problems, namely, (1) inadequate food supply, (2) insufficient quantity of home-grown feed, (3) improper land use, (4) low farm income, (5) inadequate housing, and (6) substandard health." (Assistant director of extension, Arkansas.) One recognizes all six of these problems as being closely associated with disadvantaged conditions of the Appalachian-Ozark area. The direct attack on the problem of low farm income in Arkansas involved two approaches, (1) actual increase in cash farm income and (2) reduction in living cost by producing as many as possible of the things needed on the farm. The home-made-homes program involving use of native materials, home labor, and approved house plans carried on in this State has attracted Nation-wide attention. From 1937, when the campaign was launched, to 1940, 2,248 dwellings, 1,919 barns, and 3,592 other smaller buildings have been constructed at unbelievably low cash costs.

Connie J. Bonslagel, the State home demonstration leader from Arkansas, reports on the 1940 mattress campaign as follows:

"This year, to date, 137,477 mattresses have been made in the State -- 7,772 of home-grown cotton and 129,705 of Federal Surplus Commodities Corporation cotton.

"There were 7,244 women leaders and 4,323 men who assisted with this program. The average cost to the farm family per mattress was about 38 cents; this paid for needles, twine, and thread. High-quality all-cotton mattresses made with 8-ounce ticking have a minimum value of \$15 each, making the program this year worth \$2,112,135 to the farm people of the State. It cost them less than \$70,000, leaving a net worth of \$2,042,135.

"A study revealed that of 153,571 families eligible for mattresses (average income \$206.70), 43 percent were represented in our home demonstration club enrollment, white or negro."

Example 2.-- A study of sample areas of three Carolina counties where 78 percent of the farm families reported net income for family living of \$250 or less, disclosed that 65 percent of all farm homemakers were influenced by Extension to adopt improved practices. 17

Live-at-Home Programs

In the Southern States emphasis has for years been placed upon the home production of food for the family and feed for livestock. More recently

17 Carson, Eleanor D., and Gallup, Gladys. Participation in home economics Extension and effectiveness of the program...South Carolina, 1938. U. S. Dept. Agr. Ext. Serv. Circ. 313, 44 pp. diags. Washington, D. C., June 1939. (Processed).

live-at-home programs, masquerading under various names - grubstake in Wisconsin; better living from the farm in New England - have received emphasis in most States.

Example 1.- "The home food supply program was carried on to encourage farm families, white and negro, to grow at least 75 percent of the food they consumed, including a variety of the necessary amounts of food for good, healthful living. Over 100,000 farm families were contacted and given instructions on the proper foods and how to produce them. They all made varying degrees of effort to produce more food of the right kind. Over 60,000 definitely enrolled in the program, signed an enrollment card, and made the effort to produce and store 75 percent of the food they consumed. Over 20,000 families reached the goal in producing 75 percent of the food they consumed and are being given certificates of merit signed by the Governor. Most of the families were small farmers, tenants, and sharecroppers." (1940 Annual Report, Director of Extension, Tennessee.)

Cooperative Organization

Much of the work of Extension agents in assisting farmers to pool their efforts through cooperative organization to sell farm or home products, to buy farm or home supplies, to obtain electrical service, to obtain cheaper credit, and to accomplish other similar objectives, is simply a means of enabling the small farmer to reap the advantages of large-scale business. During 1940, 980,000 farm families were assisted through cooperative associations to sell farm products or purchase supplies valued at \$436,000,000.

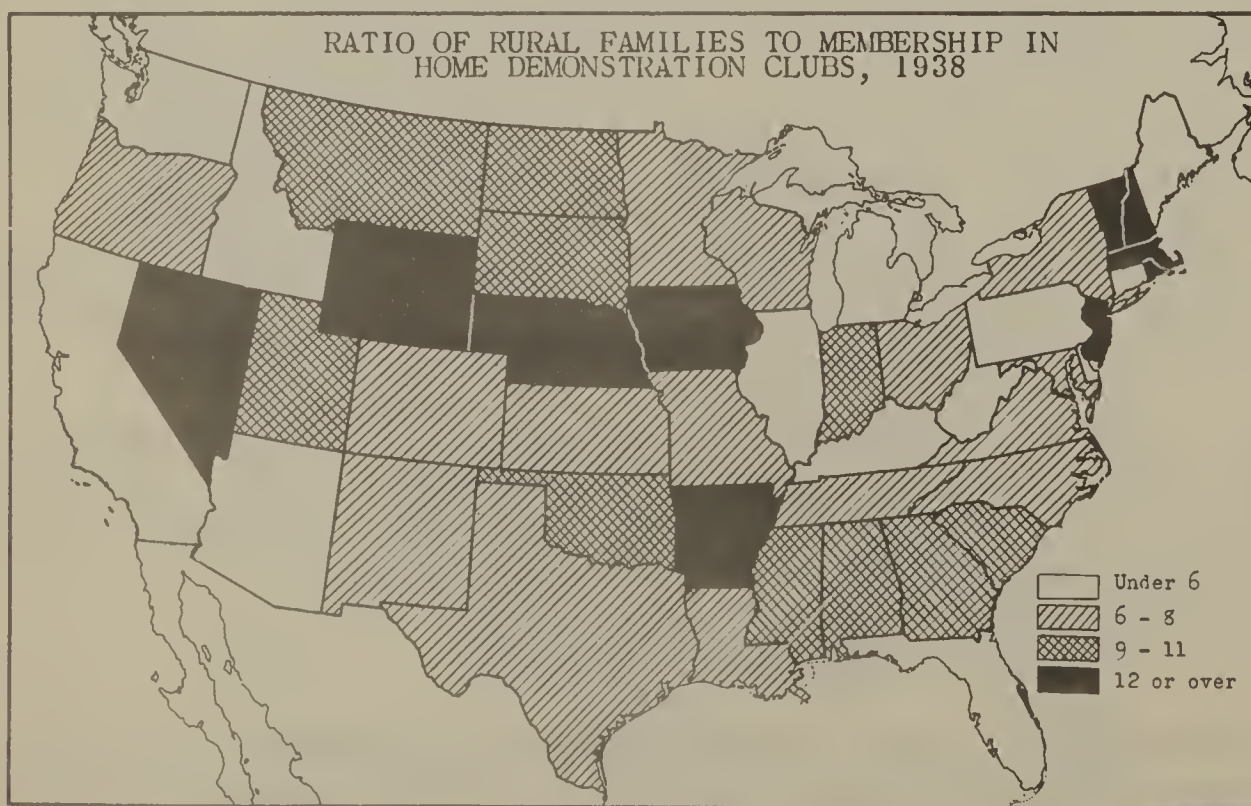


FIG. 15

Cooperation With Relief Agencies

Since material assistance is so frequently a necessary accompaniment to work with low-income people, cooperation with various Federal and State agencies established to handle various rural relief problems is undoubtedly the most effective way in which the Cooperative Extension Service can carry on educational work effectively with the bottom strata of the disadvantaged classes in agriculture.

Mattress program.-- The mattress program involving cooperation with the Agricultural Adjustment Administration and Federal Surplus Commodities Corporation has been previously mentioned. The 1940-41 mattress program required over 400,000 bales of surplus cotton.

Red Cross.-- "Through the splendid cooperation of the American Red Cross, the agent was delegated to distribute 100 packages of seed to marginal people. This means that many young couples striving to get along on a very low income, any number of widows, and others not on relief rolls were given opportunity to make a garden which will practically take care of the family during the summer months." (Home demonstration agent, Prince Georges County, Md.)

Farm Security Administration.-- The close cooperation between county Extension workers and Farm Security Supervisors is almost universal and is illustrated by the following excerpt from the annual report of the State leader of subject-matter specialists in Kansas:

"With a dairy program for low-income families badly needed, it has been helpful to cooperate with the Farm Security Administration for the second consecutive year in this program for low-income families. Four days were spent in district schools at which the county Farm Security Administration supervisors were brought together for subject-matter schools. Particular emphasis was placed on good-producing cows compared to low-producing cows."

Other programs and agencies.-- One might continue to cite references to similar cooperation with Work Projects Administration, National Youth Administration, public health agencies, the school-lunch program, and the like, but the accounts would be like those already cited with other names substituted.

Difficulty of Working With the Unprogressive

To dismiss the question of how Extension is working with low-income groups would hardly be fair without calling attention to some of the difficulties and conflicts involved. The situation is well described by the home demonstration agent in Hertford County, N. C.:

"About one-fourth of our home demonstration club members are tenants. These are usually of the more industrious type -- those who are trying to get ahead. They are anxious to learn and to make the most of opportunities offered, and they are welcomed in the clubs.

"It is hard to get the less energetic into the organized groups because they do not find the progressive individuals congenial. This is unfortunate but true. We try to help them as much as we can and have perhaps opened a way, through our mattress work.

"The land-owners and progressive tenants support Extension work in the county, and for that reason we feel we must work with those who are reaching out to us with interest and support. Yet we do not forget those who are less fortunate and uninterested."

E. L. Thorndyke, in his book *Adult Interests*, ^{/8} expresses the following definite point of view regarding the doctrine of equalization of adult education:

"There is certainly no benevolence to mankind as a whole in depriving intelligent, capable, and decent persons of education which they will use for the common good and bestowing it upon stupid incompetents who will learn little or no good use of it. There is probably no benevolence to the stupid incompetents. They do not want adult schooling, and will rarely be much happier as a result of efforts to supply their educational deficiencies. They and their children and their children's children will be enormously more benefited by the addition of a million dollars' worth of education to that given to the ablest than by receiving it themselves."

O. E. Baker calls attention to the fact that the least efficient half of our farms produce only 11 percent of the commercial production of the Nation. ^{/9}

If the goal - Food will win the war and write the peace - is all important for 1942, does that mean Extension effort should very largely be directed in World War II to the 50 percent of the farms responsible for approximately 90 percent of our production of marketable agricultural commodities?

Can the same Extension personnel find time for the personal work required to reach disadvantaged families and at the same time give the required attention to food production goals?

EXTENSIVE VERSUS INTENSIVE TEACHING

The more one studies this question of Extension work with low-income or disadvantaged farm families, the more apparent it becomes that the underlying basis of criticism is not that Extension workers are not devoting proportionate attention to low-income farm families, but that Extension is not able to do all the critic thinks should be done for disadvantaged rural people.

^{/8} Thorndyke, Edward L. *Adult Interests*. 265 pp. New York, The Macmillan Co., 1936. "Interest and the distribution of adult education," pp. 108-121.

^{/9} Baker, O. E. A graphic summary of the number, size, and type of farm and value of products. U. S. Dept. Agr. Misc. Pub. 266, 76 pp. Washington, D. C., October 1937.

Exactly the same basis exists for the charge that Extension is not able to do all it is desirable to do for farm families of average and above-average socio-economic status. And precisely that kind of criticism was made recently when a member of the department of education faculty of a Central West land-grant college stated, "If the Extension Service is working only with the top third of the farm population, it is doing a poor job of it." Apparently Extension is not doing all this critic thinks Extension should be doing for above-average families. It would seem to be a case of using the standards for classroom teaching to measure the outcome of an adult-education activity, the budget for which necessitates the employment of teaching methods of an expansive nature. In the classroom the test is how much progress is made per pupil; in Extension, how much has been accomplished per teacher. It is like using the bushel or the pound as the standard by which to measure a commodity, the common characteristics of which are length and breadth.

The average county Extension agent has a clientele of about 3,000 individual farm men, women, older youth, and boys and girls of 4-H Club age, not to mention residents of rural villages, in contrast to a student-teacher ratio of 20 or 30 to 1 for the average high-school teacher or college instructor. Figures recently supplied by the Farm Security Administration indicate that the average composite case load of the rural rehabilitation supervisor is 157 and of the home-management supervisor, 269.

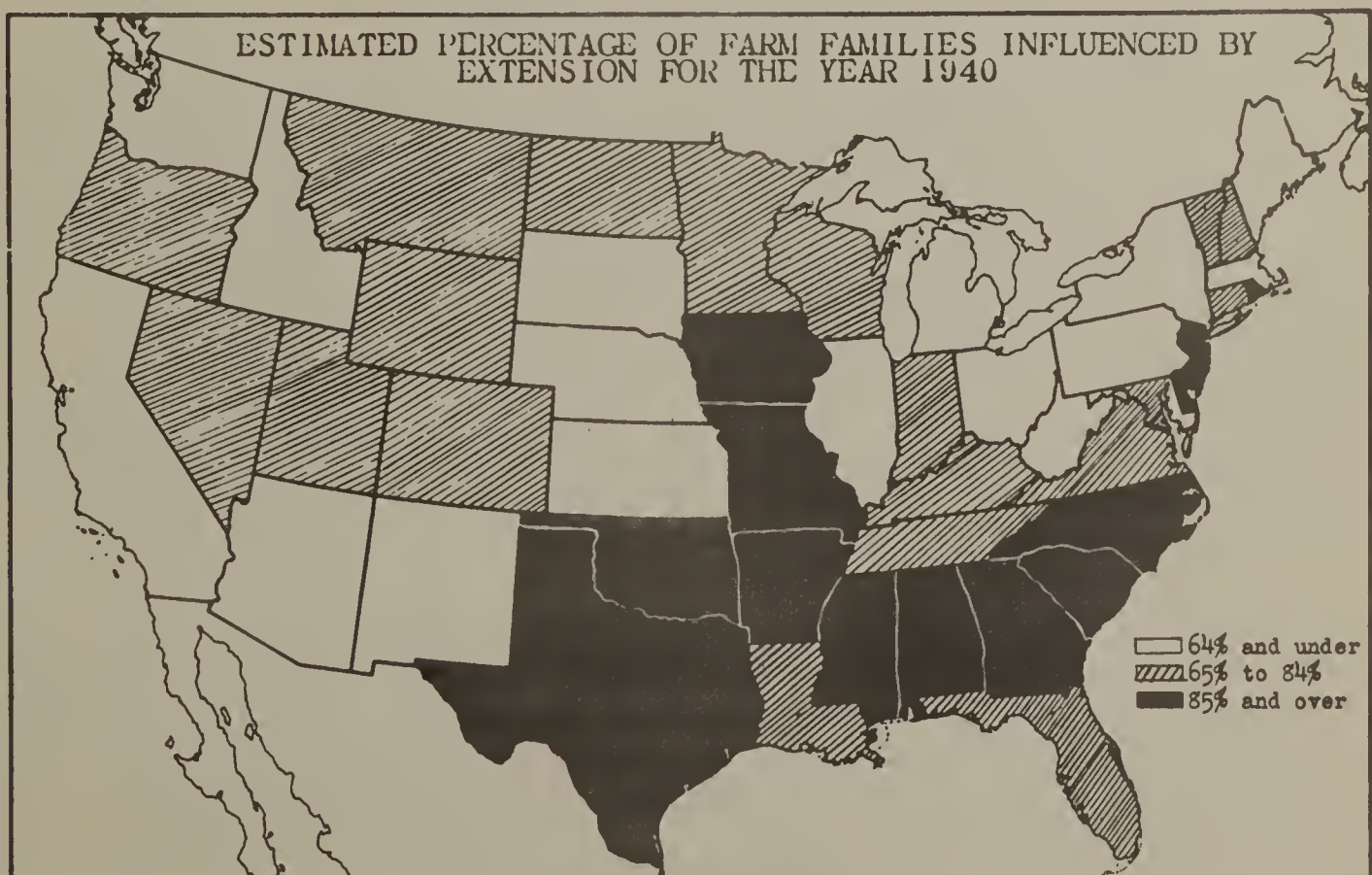


FIG. 16

The limiting factor in Extension is personnel. This means that aside from the gain in total output always possible through wider and more efficient use of volunteer local leaders and the proper selection of teaching methods, any increase in attention to one clientele group means correspondingly less attention to some other segment. That is of course a matter of simple arithmetic. If the more progressive farm people are neglected in order to reach more of the low-income groups, it is quite possible, according to Thorndike, that such procedure might actually reduce instead of increase Extension's contribution to National Defense and to the solution of problems of the farm, the home, and the rural community.

SUMMARY AND CONCLUSIONS

From all the evidence available it would seem that the Cooperative Extension Service is organized to render, and is rendering, the same educational service to the areas of high concentration of disadvantaging conditions as to the other parts of the Nation. This is true whether the disadvantaged area covers several States or only a single county within a given State.

Taking farm families as they come in a county, evidence indicates that Extension is reaching a somewhat larger proportion of those of relatively higher socio-economic status. The difference is certainly no greater than would normally be expected in view of high clientele-agent ratio in Extension.

Extension is mass education, so standards of measurement applicable to the classroom or to welfare work are not suitable for use in evaluating the outcome of Extension teaching. Not how much good can be rendered a few individuals, but how much an agent can accomplish for the common good of all the farm people of the county is the test.

If the American people want the Extension Service to do intensive work with all segments of the rural population of the country, low income families, farm laborers, small farmers, large farmers, white farmers, negro farmers, village families, men, women, boys and girls, and older rural youth, it is incumbent upon governmental bodies, Federal, State, and county, to provide additional Extension personnel and other facilities, especially during the defense emergency.

Increased efficiency in the use of teaching methods, organizational procedure, voluntary leadership, and the like, are exceedingly important, but can bear but part of the increased load.

The facilities for Extension will always be limited. Extension administrators will always be concerned with the question of how to use the available resources to advance best the common good. That Extension directors are alert to the discharge of that responsibility with wisdom and foresight has been abundantly demonstrated at this year's meeting of the Extension Section of the Association of Land-Grant Colleges and Universities.